DOCUMENT RESUME

ED 290 902 CE 049 581

TITLE	Quality in NAFE.
INSTITUTION	Further Education Unit, London (England).
REPORT NO	ISBN-1-85338-027-X
PUB DATE	87
NOTE	36p.; Document contains colored type.
PUB TYPE	Reports - General (140)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Adult Education; *Curriculum Design; Delivery Systems; *Educational Improvement; *Educational Needs; *Educational Planning; *Educational Quality; Educational Trends; Foreign Countries; Futures (of Society); Job Training; Needs Assessment; Postsecondary Education; Program Evaluation; Program Improvement
IDENTIFIERS	*England

ABSTRACT

This paper describes a study undertaken to determine quality and needs in work-related nonadvanced further education (NAFE) in England. The descriptive paper is organized in nine sections. The first section introduces the project, which focused on a description of issues of quality in respect to content, structure, and delivery of curricula for the period 1988-1991. It also describes the methodology of the study (a literature search and use of consultants). Section II suggests that quality is a complex mix of issues and springs from the interrelation and interplay among a variety of factors. The planning, design, delivery, and evaluation of quality provision is, therefore, assisted by the use of a framework that identifies the main elements of quality and their relationship to each other. A framework for discussion of quality is described in Section III. Sections IV-VIII identify the main quality issues under each element of the curriculum development process and relate these issues to the demands and responsibilities implied in the construction of educational development plans. From this analysis is derived a checklist of quality issues for each element, together with ground rules for translating them into practice. These appear at the end of each of these five sections. (Appendix 2 contains a full checklist of the ground rules from all five sections for easy reference.) The final section, a short summary and conclusion, is followed by 41 references. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

QUALITY IN NAFE

E n290902

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

D Drysdale

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

FEU

FURTHER EDUCATION UNIT

BEST COPY AVAILABLE

CE 054 181

CONTENTS

		Page
PREFACE		1
SECTION I	INTRODUCTION	3
SECTION II	QUALITY — TOWARDS A DEFINITION	4
SECTION III	A FRAMEWORK FOR DISCUSSION OF QUALITY	6
SECTION IV	VALUES AND NEEDS	7
SECTION V	PROGRAMME DESIGN	11
SECTION VI	IMPLEMENTATION	15
SECTION VII	SUPPORT SYSTEMS	19
SECTION VIII	EVALUATION AND REVIEW	24
SECTION IX	SUMMARY AND CONCLUSIONS	28
REFERENCES		29
APPENDIX 1	FEU MODEL OF PROCESSES OF CURRICULUM DEVELOPMENT	30
APPENDIX 2	CHECKLIST OF GROUND RULES	31
APPENDIX 3	THOSE CONSULTED AND INVOLVED	32

PREFACE

i) The Introduction to this document describes its genesis: an MSC request to produce guidance on how to achieve quality in work-related non-advanced further education (WRNAFE). A flattering but challenging proposition and my acceptance of the contract was quickly endorsed by the FEU Board of Management.

ii) *Training for Jobs*[1] was not universally applauded, but, since its publication in 1984, the usefulness of the exercise of formulating WRNAFE development plans has been increasingly accepted, especially as it has been based on the concepts of partnership and consultation.

iii) The WRNAFE initiative nevertheless remains a sensitive issue. It has increased the purchasing power of the MSC in NAFE and this has been used to add another dimension of consultation between LEAs and MSC via development plans and programmes. It has not altered the fundamental position of ownership and responsibility. NAFE remains very much the responsibility of the LEAs and their colleges.

iv) It is because of this that this document is written in a somewhat prescriptive style. Already quite long enough, it eschews much justification and inevitably tends to the formulation of guidelines. It is an exchange of advice between professionals, elaborating on the FEU theme, outlined in Section II, that quality permeates the whole cycle of provision. There is little that is new; even the synthesis we present will be recognised by those who are familiar with previous messages. But it does represent a first attempt to provide a comprehensive guide to quality related to the context of WRNAFE; it develops the basic guidelines we issued hurriedly in 1985.

v) The guidance is distilled into a series of short summaries to Sections IV–VIII, and the ground rules are collected together in Appendix 2. We issue a warning that the sole use of this checklist '. . . will give a spurious solution to the problem of quality'. The narrative requires study, and discussion. The document is not suggesting an easy formula; there isn't one. It would no doubt be possible to apply the ground rules in such a way as to make any situation worse; so the document rests on an assumption that its readers wish to use it to assist in the development of quality.

vi) The document is not intended to identify a state of deficiency. The FEU is very much in accord with the 1987 assessment of NAFE made by HMI: 'Although there was scope for improvement in every college . . . 90% of the colleges inspected were providing a generally effective service for students, employers and the local community.'

vii) There are resource implications throughout the document. We have pointed them out from time to time, but their analysis and quantification is beyond our brief, and there are organisations better equipped than the FEU to carry out such a task. We acknowledge anyway that LEAs will have their own priorities to determine. A basic message remains however: quality in education is not cheap; our ground rules demand either a re-allocation or an absolute increase in resources — probably both.

viii) Finally, I must thank those who assisted us in the preparation of this document within a very short time-scale. Hopefully, all are mentioned in Appendix 3, and a special thanks must go to Jack Sturgess who did much of the initial spadework at very impressive speed.

Jack Mansell
Chief Officer
Further Education Unit

July 1987

SECTION I: INTRODUCTION

Background

1 Arising from *Training for Jobs*[1] and the consequential MSC/LAA agreement[2], LEAs are required to submit to MSC Area Officers rolling three-year development plans for work-related NAFE and agree with them an annual programme for the coming year. The guidance issued by the MSC/LAA Policy Group for 1986/87[3] has been supplemented by additional notes for 1987/88. Neither the WRNAFE Handbook nor the Audit Commission report on FE[4] is primarily concerned with quality.

2 The partnership agreement between MSC and the LAA has, in operational terms, so far concentrated on the planning process. Attention is now turning to quality issues. Quality in WRNAFE is seen to go beyond responsiveness. The MSC, as well as FHE, is beginning to address the question of educational effectiveness, and earlier guidance by FEU[5] was felt to offer a basis for developing the concept of quality in WRNAFE.

3 An MSC contract was therefore placed with the FEU to report on issues of quality in respect of content, structure and delivery of WRNAFE curricula, which MSC and the LAA might expect all LEAs to adopt in the period 1988–1991. The FEU report to MSC was to be in a format suitable for dissemination to a wide FE audience, and intended to influence MSC/LAA guidance to LEAs about their plans and programmes to be drawn up in 1988 and beyond.

Methodology

4 An initial search of literature, concentrating mainly on FEU sources, provided a list of quality issues which were set against criteria laid down in the WRNAFE Handbook, supplementary guidance and the aims of the MSC Corporate Plan.[6] The list of quality issues provided the basis for the draft of this report.

5 The limited time-scale of the project prevented widespread consultation. However, drafts of the report were considered by a group representing HMI, Industrial Training Boards, Non-Statutory Training Organisations, FESC, LEAs, FE colleges, NATFHE, examining/validating bodies and FEU consultants.

SECTION II: QUALITY — TOWARDS A DEFINITION

'Quality is easy to recognise and much good quality already exists in the system. The definition of it is elusive and difficult.'[7]

6 In supporting the MSC/LAA move to emphasise quality beyond responsiveness, this document attempts a definition and the construction of criteria, as a basis for measurement. The problem is that because quality is multidimensional then so must be its definition and assessment.

7 A perusal of this document, especially Sections IV to VIII, will identify most, if not all, of the dimensions that contribute to quality. A collation of the summary messages offers LEAs an agenda for action. The document is nevertheless complex and the agenda formidable; and there is no guarantee that the reader is left with a concept of quality that can be communicated effectively to those outside the system.

8 We must therefore have a valid working definition of quality, robust enough to transcend fashionable pressures, and flexible enough to allow LEAs to choose different priorities in their approach to its achievement.

9 FEU believes that this requires a curriculum-led approach (see paragraph 16), because the centrality of the learner and the quality of learning comprise the stable characteristics of quality in an ever-changing scene. The quality of our NAFE curricular provision therefore depends on whether we are providing the right type of learning opportunities for those for whom we are obliged to provide.

10 Deciding on the 'right' type of learning requires value judgements, analyses of needs, counselling and negotiation. Translating this into learning programmes is the function of curriculum design. Quality design should give practical, relevant and easily accessible programmes.

11 Quality programmes demand quality implementation (i.e. 'delivery') by managers, teachers and support staff, through ways which learners perceive as supportive, convenient and relevant; all this hopefully in an environment that encourages learners to see that they are regarded as important clients to be served in the most professional way by adequately resourced teachers.

12 Assessment and accreditation are processes which should support and therefore enrich the learning experience of our clients, providing opportunities for counselling, remedial action where necessary, and quality status where deserved. Evaluation and review should be regarded as an automatic contribution of LEAs and college management to the quality control of curricular provision. Cost-effectiveness is a part of that control.

13 In short, quality should permeate the whole cycle of provision. Although an obvious responsibility of the front-line teacher, it no less depends upon the administrative officer, the librarian and the external examiner. It requires resources, and the efficient but effective management of those resources.

14 In the provision of quality some priorities will inevitably have to be decided. The very existence of the work-related NAFE initiative indicates that there is a Government policy regarding the importance that LEAs should attach to employment-related training. LEAs and other institutions will have additional and sometimes unique priorities relating to their legal obligations, and these too must be addressed.

15 A basic message of this document is that commitment to a clientele carries with it a commitment to quality — as described in paragraphs 9 – 13 above.That *description* is complex, but we abbreviate it at our peril. Whatever the clientele, the ground rules as described in each summary (and Appendix 2) surely apply. Any assessment of quality must have regard to those ground rules. If, therefore, a simple *definition* of quality in NAFE is insisted upon, then it should be in terms of the extent to which all NAFE clients can be assured locally that the ground rules we suggest are being observed.

SECTION III: A FRAMEWORK FOR DISCUSSION OF QUALITY

16 As indicated in the preceding section (paragraph 9), FEU believes that the generation of quality requires a curriculum-led approach. The rationale for this is simple, but fundamental:

— education is about meeting the needs of learners;
— curriculum development is the mechanism through which those needs are met;
— the curriculum is thus central to the quality of education.

17 FEU uses 'curriculum development' to cover many processes of curriculum support and development, and we relate these to each other through a diagramatic model which will be known to those who are familiar with FEU's work. It is given in Appendix 1 to this document. There are, no doubt, other models but because of the background to this project (see paragraph 2), this is the framework of analysis we use in this document.

18 The model describes curriculum development as a dynamic cyclical process consisting of five interdependent elements. Four of them (analysis of needs and values, curriculum design, curriculum implementation, and evaluation and review) comprise the main features of the cycle. They are all located around an essential central hub of support services, which support the other elements as appropriate.

19 This document is therefore based on the five interdependent elements of the FEU model. In the consideration of each element we provide:

— a brief definition or description of what is implied or covered by the element;
— a summary of relevant MSC WRNAFE criteria or guidance;
— a consideration of relevant work- or employer-related quality issues;
— a similar consideration of issues related to FE's responsibilities towards its wider community;
— some thoughts on the implications of all the above for LEAs and colleges;
— a summary of the main quality issues relevant to this element;
— a list of ground rules for action.

20 Sections IV to VIII each tackle one element of the model. Section IX offers a summary and draws conclusions. Appendix 2 provides a checklist summary of the ground rules for action from Sections IV to VIII.

SECTION IV: VALUES AND NEEDS

21 A good match between learning provision and the needs of the community is an essential prerequisite for quality. But neither education nor training can be value-free; and it is the mix of values and needs that determine the nature, and ultimately the quality, of the curricular provision that LEAs plan and colleges deliver.

22 The balance of values and needs will vary for individual programmes, but determining its generality is an LEA responsibility, and it should be a conscious first stage in the provision of quality programmes. Space does not allow us to do other than assume that values and needs have formed the basis of LEA development plans and programmes, and there is increasing evidence that LEAs are looking beyond the immediate needs of employers in the formulation of their plans.[8]

MSC WRNAFE Criteria/Guidance

23 The LEA Development Plan is a rolling plan which should set out the LEA's aims and objectives for the next three years.[3] The ultimate objectives for vocational education and training are related to career and personal development for individuals, and to increased national economic efficiency and competiveness.[9]

24 NAFE should be closely geared to labour market needs. Decisions on what specifically should be provided should follow consultation with potential client groups and discussion with MSC. These decisions must reflect particular needs, especially at local levels and will change as the needs change.[4]

25 In assessing labour market trends, colleges should consider both national developments and local labour market requirements. The MSC in its *Corporate Plan 1986–1990*[6] invites LEAs and colleges to make use of its National On-Line Manpower Information System (NOMIS) for information on national requirements. NOMIS has capacity for both providing current data and predicting labour market trends. At local level, many LEAs and colleges have developed marketing activities, and they should consider becoming involved with area MSC officers in the development of CALLMI (Computer Assisted Local Labour Market Information) to ensure it meets their needs.

26 Local labour market analysis is not, however, an end in itself. LEA assessment of such information should be capable of showing how the NAFE provision serves employer and client needs, and what changes are necessary or are planned in order to respond to the pattern of employment trends which has been identified. It should also attempt to show what scope the local FE system has to respond to developments which may emerge unexpectedly.[4]

27 DES/MSC-funded Local Collaborative Projects (LCPs) aim to encourage collaboration between FE and industry by initiating joint analysis of employers' training needs followed by the development of more flexible and responsive training provision to meet those needs. LCPs are becoming an increasing valuable source of needs analysis.

Work-related issues

Employer/college links

28 Research shows that industry's liaison with colleges is generally inadequate. Few employers consult regularly and effectively with colleges. Employers do not always know what they want and colleges have an important role in offering support to industry in identifying its needs. The College-Employer Links Project (CELP) identified some good practices in the creating of links between colleges and employers. But there is no short-cut to the achievement of quality through better links; it requires a sustained effort by employers, colleges and local authorities; and usually some reallocation of resources.[10]

Marketing

29 One way to achieve better links is for colleges to market their services. The absence of effective marketing strategies was criticised by the Audit Commission[4] and the 1987 HMI survey of NAFE[11] indicates that employers also think these strategies can be improved. Information and guidance is now available.[12] A database jointly developed between LEA, college(s), MSC, chambers of commerce and the careers service, containing information about training provision, staff expertise and training grants, and forming part of a well-marketed information service, readily accessible to employers, should stimulate demand for training. The development of LENs (Local Employer Networks), many of which involve chambers of commerce, should provide a new and valuable resource. Market research in particular can make a vital contribution to quality by improving analysis of needs.

The FE image

30 Industry has traditionally assumed that NAFE exists to provide basic skills training and certification to support nationally recognised patterns of early career progression.[13] In fact, NAFE colleges can and do provide both training at a wider range of levels and work-related courses specifically for local industry, sometimes to meet an articulated demand, but more often on a speculative basis.

31 Given adequate resources NAFE could fulfil all the roles of training entrepreneurs, providing general vocational skills and community education for the whole post-school population[14] in a high quality service. Colleges, supported by their LEAs, should proclaim their availability to interested individuals and groups.* They need to project themselves as collaborators in the training planning process itself, helping to devise and deliver cost-effective learning, properly integrated with company operations and tailored to the needs of those concerned. The AMA report *Responsibility and Responsiveness*[15] provides a number of current examples.

---

* Some examples of good practice can be found in the Further Education Staff College publication *The Responsive College Programme: A Progress Report* (FESC 1986).

Continuity and responding to change

32 Ideally, colleges should be in continuous dialogue identifying the present and future needs of their clients — individuals, community, industry — devising programmes which are appropriate to client needs in quality as well as access, price and delivery. These programmes should then be promoted, offered and followed up in ways which will demonstrate their value to potential students and facilitate participation by them.[13]

33 While vocational education must be responsive to employment needs, and some priority should be given to provision for changing skills requirements, it remains necessary to maintain reasonable continuity of provision as regards both location and types of course currently provided by LEAs.[1]

34 In defining the roles of individual colleges in their WRNAFE development plans, LEAs have a duty, as HMI pointed out to the MSC/LAA Policy Group,[7] to maintain the rich and complex tapestry of NAFE provision built up over the years to meet the changing needs of industry, commerce, the public sector and students.

A legal obligation

35 In responding to the needs of employers, LEAs and colleges must not lose sight of their other responsibilities laid down by the 1944 Education Act: 'It shall be the duty of every local education authority to secure the provision for their area of adequate facilities for further education, that is to say (a) full-time and part-time education for persons over compulsory school age; and (b) leisure-time occupation in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose . . .'[16]

36 The need to balance the requirement of work-related NAFE against other calls on resources is accepted.[7] The MSC acknowledges as priority areas helping the long-term unemployed and the disabled and the need to ensure equality of access for men and women regardless of ethnic origin.[6]

Service to the community

37 The customer of WRNAFE can be society at large (UK Ltd.), individual employers or individual students. Colleges' performance should therefore be related to the wide and complex market they exist to serve. Any indicators of performance should embrace colleges' economic, cultural and social contribution to their community and to society generally.[17]

38 Equal opportunities should permeate the curricula that LEAs provide through their colleges and employers should see this as an obvious characteristic of public education. Quality is as much dependent on entitlement and access as it is on the achievement of academic excellence by a fortunate few. The opportunity to obtain vocational competence should be an entitlement for all, regardless of ability, race and gender.[14]

Special learning needs

39 The FE system is increasingly coming to recognise and respond to the needs of a variety of people who, because of their special needs, have hitherto been excluded from using further education provision but who have nevertheless much to gain from it. They include, for instance, the mentally and/or physically handicapped, the mentally ill, those confined to various forms of institution, the housebound, those coping with difficult family circumstances and those with learning difficulties of many kinds. LEAs and colleges now generally acknowledge that these students constitute an essential aspect of their clientèle for whom provision must be made[14], but this has resource implications which must be adequately allowed for in assessing college performance.

Progression from school

40 There is a need for better continuity in the transition from school to college. Young people continue to develop during the second decade of their lives, and they have generic needs associated with maturation and motivation for which education should provide. MSC strategy[4], through the extension of TVEI, gives some priority to developing a coherent vocational education and training structure for 14- to 18-year-olds. LEAs should have similar strategies with respect to the more general development of this age group. The development of common core studies in the 14–16 curriculum could improve transition by enabling the FE system to make realistic assumptions about the pre-entry achievement of students and to avoid duplication at college of work already undertaken at school.[18] More detailed consideration of this is given in Section VI, but it follows from this that LEAs should regard 14–18 curriculum continuity as a contribution to quality and a legitimate component of their WRNAFE planning.

Implications for LEAs and colleges

41 For colleges to respond positively to the needs of their respective markets, it will be necessary for staff to be able to adapt to, and influence, change. This will require continuing professional development of staff and appraisal of the respective functions of teaching and non-teaching staff. An MSC-funded FEU analysis of staff development needs[19] resulted in an agenda for action on staff development. A summary appears in Section VII.

SUMMARY — QUALITY IN VALUES AND NEEDS

LEAs, through their development plans, should:

i) address the issue of values and needs: employment-related skills are a priority;

ii) use market research techniques to improve needs analysis;

iii) reaffirm their obligation to the whole community, and reflect this in resource allocation and management;

iv) develop partnerships and liaison with employers, trades unions, chambers of commerce and other community interests.

GROUND RULES

i) Define the role of FE within the local authority.

ii) Check that the aims and objectives of FE colleges reflect this role.

iii) Set up mechanisms to identify the local needs of employers, the community and individuals.

iv) Establish priorities.

SECTION V: PROGRAMME DESIGN

42 The analysis of values and needs has to be translated into relevant programmes. These are likely to range from standard off-the-shelf courses usually leading to recognised national qualifications, to purpose designed courses for individual employers, groups or individuals.

43 The 'content' of programmes should embrace experience, guidance, skills and knowledge.[20] In this there must be a balance, although tensions may well arise, e.g. between employer and student needs, between broad-based or job specific objectives or between costs and outcomes. Thus there may, for instance, be pressure to undervalue generic skills and the ability to apply them in a range of situations in favour of specific skill requirements and applications pertaining in particular local contexts.

MSC WRNAFE Criteria/Guidance

Scope and scale

44 The scope and scale of curricular provision in LEA colleges should be easily identifiable and comprehensible. It should be aligned with the needs of the customers and be set against labour market intelligence in such a way that changes in need can be shown to influence curricular change.[16]

Role of examining bodies

45 National examination bodies should adopt a more flexible approach to the provision of certification for courses designed to meet industry's requirements.[22] Although both MSC and the examining bodies currently require colleges to consult local industry on the development of curricula, examination regulations frequently restrict scope for adjustment to meet local needs.

Curricular coherence in NAFE/TVEI

46 MSC points out[21] that the extension of TVEI will highlight the need for NAFE provision to cater adequately for young people entering FE with a school TVEI background. Development plans will need to take into account the increasing interrelationship between NAFE and TVEI programmes. FE colleges have an obvious role in the design and implementation of TVEI programmes. They should be able to offer tuition and facilities in vocational aspects for which schools may have limited resources. School and college teachers should be able to agree how they will relate to a common core; jointly designed programmes and assignments will enhance curricular coherence and colleges should be able to assist with work experience.

Work-related issues

Employer expectations

47 Much of the criticism of the FE system, whether or not supported by evidence, is concerned with the time taken for curriculum design, together with inflexible delivery and insufficient relevance. LEAs and their colleges should extend and promote existing good practice to make work-related NAFE more responsive to labour market needs, to encourage the necessary changes in the mix and content of provision and to enable change to occur easily and quickly.

48 The expectations of employers with respect to what can be delivered in curricular terms by standard mainstream vocational courses are demanding and often unrealistic. Collectively, employers expect the FE system to train for stock, satisfy immediate and contemporary skill training needs, introduce new knowledge and advanced equipment and techniques — all within a stable framework, with no dilution of standards and at reducing cost.[23] LEAs and colleges should be seen to address this problem.

NCVQ

49 NCVQ is establishing new parameters within which the FE service will have to operate with regard to nationally validated standard qualifications. There is a danger, however, that an overemphasis on free-standing tests of competence, irrespective of how, when or where the necessary learning has taken place, may affect the quality of the learning process.

Course aims

50 Course aims are particularly important. They should describe not only the content and method of delivery but also, for instance, the range of equipment to be encountered, possible routes to professional/academic qualifications on completion and the way in which the course relates to an occupational role.

Objectives

51 Although the emphasis is currently on measuring output as an indication of performance and quality, the DES stresses[17] the importance of the process of education which has inevitable consequences for the specification of objectives. Careers guidance, physical education and moral education are aspects as important as examination results.

Industry-centred approach

52 There is a need to design a more comprehensive structure of courses, including better integration with workplace training, and to construct a central map of vocational education based on a number of core courses and modular structures.[24] Common cores have been developed in YTS, CPVE, TVEI and BTEC. Although they may result in some loss of individuality, they provide a basis for economy while also having the potential to enhance transferability and accountability, to increase efficiency of delivery and to offset the dangers implicit in an unrestricted 'pick and mix' approach to modularisation.

53 A curricular approach more akin to that of PICKUP, involving individual programme design through consultation, to complement the more stable set courses, would go some way towards improving the relevance of NAFE provision to individual employers' needs. Such provision could take the form of specific programmes of initial training or updating opportunities on a full cost recovery basis.

Competence and transfer

54 In all programmes the emphasis should be on competence. Competence is defined by FEU[24] as the possession and development of sufficient skills, appropriate attitudes and experience for successful performance of life roles. Such a definition requires the programme designer to have regard to the skills, tasks and roles to be performed. Transfer requires the application of skills, knowledge and experience to new situations with a minimum of retraining.

Community issues

Occupational and life skills

55 Genuine support for the standards-based philosophy of NTI will only be sustained if a definition of competence, such as given above, is accepted as one which embraces formal and informal learning and extends beyond that of occupational skills into life skills. With this extension should go the acceptance that, if distinctions between education and training for work competence are unrealistic, then distinctions between work and life competences are equally so. If education and training are to be considered as related processes, the concepts of transferability, skill ownership, competence and standards must relate to more than occupational skills. Competences derived from occupational roles can be transferable to other roles, and vice versa.

Individual needs

56 In developing an adaptable curriculum with employers' needs in mind, the FE system should also have regard to individual learners' needs. Some learners may aim for self-employment, others will try to sell their new skills to another employer or use them to secure progression into higher education/ training.[25]

Access and delivery

57 In the design of learner-centred programmes, many processes may contribute to quality. Access and delivery must be considered during programme design. Section VI stresses that methods of curriculum delivery should be matched to the needs of the mentally or physically handicapped, the mentally ill, those confined to institutions, those living in remote areas, the housebound and those with learning difficulties of many kinds. The development of outreach work and the provision of support facilities must be part of the design process. Quality provision requires playgroups and crèches, higher quality institutional support including staff development, guidance and counselling to enable women both to choose more effectively for themselves and to receive the support they need while studying, in order to minimise the drop-out rates.[14] Procedures and practices which bar the way to access and progression for black students may need changing. Provision must be made for proper induction of students, having regard to their previous learning and their workplace experience if in employment.

Credit transfer and accumulation

58 NCVQ should provide increased opportunities for a national modular system which could allow for credit transfer and accumulation to meet a variety of community needs, not just those of employers.[26] Many access issues could be wholly or partly resolved by such a system, since, while most HE institutions and examining/validating bodies have liberal policies on access for adults, they generally have less well-developed policies on the acceptance of prior learning or practical experience.

Implications for LEAs and colleges

59 The design of work-related NAFE provision requires co-ordination and co-operation between LEAs, colleges, examining bodies and consumers. Commmon criticisms[17] of:

- — colleges: insufficiently client-orientated;
- — LEAs: restrictive systems with no clear NAFE policies;
- — examining bodies: unrealistic claims about effective employer contacts;
- — employers: unwilling or unable to articulate their training needs, but insist on the instant supply of trained workers in a changing range of skills at no extra cost;

whether or not justified, provide useful indicators for positive action through the review of some traditional policies, leading to the establishment of more coherent, collaborative and relevant provision.

SUMMARY — QUALITY IN PROGRAMME DESIGN

LEAs, through their development plans, should:

i) provide both standard curricula for individual progression and PICKUP-type courses to meet specific employment requirements;

ii) develop a cohesive system which relates college courses to previous learning at school and to workplace skills;

iii) remove barriers to learning by designing opportunities for access and flexible delivery;

iv) emphasise the acquisition of competences related to employment and life, through 'content' which embraces experience, guidance, skills and knowledge.

GROUND RULES

i) Ensure that programme designs relate to values and needs.

ii) Check that programme outcomes match the expectations of the aims, and that assessment serves rather than dominates learning.

iii) Emphasise competences to be attained, and their applicability to a variety of roles.

iv) Design for increased access, opportunity and progression.

SECTION VI: IMPLEMENTATION

60 Implementation is the process by which the designed programme is delivered to the learner in a way that optimises learning. It involves the organisation and planning of learning situations, the counselling of learners, the mediation of content and the monitoring and assessment of learning. In practical terms this involves the consideration of location (by managers), of access, guidance and induction (by course tutors) and of learning support (by teachers).

MSC WRNAFE Criteria/Guidance

61 MSC invites LEAs to consider how a greater use of open/distance learning might be encouraged across the whole range of provision and to set out their policy on the extension of flexible learning.[21]

Work-related issues

Co-operation at local level between employers and LEAs/colleges

62 Various examples exist of good practice and successful LEA/college/employer collaboration in the delivery of work-related NAFE. They include co-operation between a company and a college to meet a particular educational/training need, colleges providing tailor-made in-company education/training to suit a company's specific requirements and co-operation between colleges and employers over the use or purchase of equipment.

63 Quality curriculum delivery for employers could be improved by greater integration of practical training and FE. Some current developments in workplace training, however, run the risk of divorcing the practical training from further education, thereby lowering the quality of both. Unlike the earlier ITB-sponsored schemes of integrated industrial training, neither in YTS nor in the extended Job Training Scheme is there a guaranteed place for the FE system.

Assessment of competence

64 NCVQ aims to develop a clear, coherent and comprehensive system of qualifications based on the assessment of competence directly relevant to the needs of employment and the individual.[28] Assessment can, however, only sample total achievement, the quality of which is as much related to the quality and content of learning as it is to the apparent demonstration of performance. Emphasising competence can increase the risk of failure if formative assessment is not an essential part of access and delivery.[24]

65 Records of competence will require the recording of a variety of assessments, ranging from short objective tests to professional observations together with records of work-based learning. The resultant record of achievement (profile, portfolio or other similar device) will of necessity be a more complex document than many of the examination and test certificates now issued.[29]

Community issues

Equality of opportunity

66 Effective FE will be based on an acknowledgement that people, whatever their status, have a right to learn.[14] Matching methods of curriculum delivery to individual circumstances is a key quality factor. Essential support systems, however, may well be expensive. They include, for instance, guidance and counselling, inter-professional support networks, the use of trained assistants to support teachers, transport facilities, modified forms of assessment, small group tuition and work-based or other forms of practical experience. Thus, an emphasis on equality of opportunity may appear to make a college less efficient because of the effect it will have on many of the normal measures of efficiency, such as student:staff ratios (SSRs) and average class size (ACS), which MSC requires to be considered in future planning rounds.[21] However, if it achieves its objectives, increased opportunity is as much a genuine measure of effectiveness as, for instance, a tailor-made, cost-effective PICKUP course of mid-career updating[14] and account will have to be taken of it.

67 In Section V, reference has already been made to individuals' ownership of the skills they have acquired and their freedom to sell them elsewhere. It follows that if access to skill learning is discriminating, then inequality arises.

Implications for LEAs and colleges

Flexible learning

68 Conventional modes of delivery and current methods of assessment often militate against flexibility and adaptability in respect of both employers' requirements and the needs of individual students. Overcoming some of the limitations of traditional approaches will improve quality. Many potential learners are unable to attend college at set times or to exercise a high degree of control over their own learning, yet provision for very small groups is generally ruled out.

69 Resource-based learning helps to overcome many of the problems associated with more traditional approaches. By resource-based learning we mean delivering the curriculum though a greater emphasis on the learner being brought into contact with the primary source of knowledge, e.g. support material, assignments, project work or experimentation. The teacher becomes more a manager of learning resources than a transmitter of knowledge. This again, however, has implications for efficient staff management.

70 Whether relating to employers', community or individual needs, a major qualitative issue of implementation that should be addressed is that curriculum delivery should be as flexible as possible. Learning resources should be available at locations and times to suit the learner. This does not reduce the need for face-to-face teaching and tutorial work. Rather the opposite in fact. Learners often welcome increased autonomy but require the frequent support and guidance of teachers and of peer groups. The timetabled class group is a well proven and economic mode of learning.

71 Good teachers remain probably the most flexible learning resource, but they cannot be on call everywhere 24 hours a day. Alternative and more open modes of delivery — employing more technology, giving greater accessibility and/or more related to individual pacing — are usually more expensive, but not always prohibitively so.[50] Open learning does, however, require a positive policy from LEAs.

72 Open learning is suitable, for instance, for learners who have:

— career responsibilities that limit regular study;
— irregular working hours;
— travel problems;
— home responsibilities;
— physical handicaps.

73 Open learning improves access to learning and allows more specific provision to be delivered, as well as being suitable for a wide range of learning experiences concerned with personal development and the acquisition of knowledge and skills. Effective open learning involves partnership. Many successful schemes involve networks of colleges, groups of firms and MSC's Open Learning Branch.[51]

74 Modularisation of courses should permit more flexible entry and learning opportunities and increase the relevance and effectiveness of provision. The scope for individual LEAs and colleges to move down this road on their own initiative may be limited by factors such as the nature of the curriculum and student numbers.

75 Practical workshops and other learning opportunities on a drop-in basis have been developed in a number of localities, some through LCPs, as valuable learning resources, particularly for the unemployed and shift workers. The FEU has published some basic guidance on the setting up of learning workshops.[52]

The learning process

76 The learning process entails a range and balance of teaching and learning strategies involving both exposition and learning by doing; making full use of learners' prior experience and the creation of opportunities for new experience. While experiential learning should be encouraged as much as possible, intellectual development is also important.

77 We tend to assume that education develops intellect as a matter of course.[14] The process is, however, generally implicit rather than explicit. The most commonly used teaching methods emphasise the acquisition of knowledge and standard performance. The consequential assessment of achievement does not always indicate intellectual development. The encouragement of intellectual development is best pursued through teaching methods which stretch the mind (to, but not beyond, its limits). This entails programme design and delivery which achieve a balance between the passive activities of (necessary) information-receiving and memorising, and the process-based activities of application, problem solving, discovery and self-evaluation of performance.

Counselling, guidance and assessment

78 Most colleges will need to improve their course counselling. Students should be able to explore a number of options before making choices and transfer to more appropriate opportunities if the first choice proves to be wrong. There should also be effective induction of new students, involving, if possible and appropriate, the employer and the college acting in partnership.

79 Mention has already been made that assessment should serve and not dominate the curriculum. Also, if the content is defined in terms of experience, guidance, skills and knowledge, the assessment methods should relate to all of these aspects of learning. Add to this the NCVQ requirement that vocational qualifications should be based on the assessment of competence and we have a complex task in reporting on the full range of achievement of individual learners. The clear establishment of and frequent reference to negotiated aims therefore becomes all the more important.

80 There is growing support for profiles as a means of recording a range of achievement. Developments in profiling have so far been generally associated with vocational preparation; profile assessment is a feature of CPVE and is also being introduced in the context of TVEI. The RVQ report requires that attention should be given to ways of making qualifications more informative, especially in indicating the competence of an individual.[78] This recommendation has been adopted by NCVQ. Profiles may have a role to play here.

SUMMARY — QUALITY IN CURRICULUM IMPLEMENTATION

LEAs, through their development plans, should:

i) create flexible delivery systems by removing restrictions on time, place and pace of study;

ii) generate increased co-operation between FE colleges, schools, industry and the Open College;

iii) design strategies to increase opportunities of access, guidance and induction;

iv) encourage the provision of a range of learning opportunities which develop fully the students' potential;

v) encourage methods of assessment that make qualifications more informative and give cumulative credit.

GROUND RULES

i) Ensure that implementation is recognised as a responsibility of senior and middle management as well as front-line teachers.

ii) Remove constraints, encourage flexibility and increase accessibility.

iii) Ensure that delivery methods match the programme content.

iv) Check that the learning processes are of the highest possible quality, and that achievement and competence are fully recognised.

SECTION VII: SUPPORT SYSTEMS

81 Support systems provide an infrastructure through which relevant curricula are designed, implemented and reviewed. Support functions include the formulation of LEA and institutional policies, management structures, staff development practices, resource management, including the efficient deployment of teaching and support staff, management information systems and arrangements for co-operation with other agencies.

MSC WRNAFE Criteria/Guidance

82 MSC is concerned to ensure that all authorities and institutions have access to information systems capable of providing the range and quality of data outputs essential to the effective management of provision, its marketing and promotion and its monitoring and evaluation.[22] The MSC/LAA Guidance Handbook[3] stresses the need to collect information on the destinations of students leaving college courses either early or on completion. The Management Information Systems Pilot Project is currently undertaking a number of exploratory studies from which MSC intends to extrapolate clear guidance to the FE system on this issue.

83 The MSC/LAA Working Group[2] advised that if NAFE were to be more responsive and flexible, plans for NAFE would need to take account of staff development implications. Resources for staff development would need to be increased.

Work-related issues

Co-operation with industry

84 Many opportunities exist for co-operation between FE and industry in providing effective support for NAFE provision. The CBI[7] has, for instance, identified three such opportunities. First, employers are encouraged to assist college staff to familarise themselves with new technological developments, by affording them hands on experience of new equipment and by facilitating joint updating seminars between college and employers' staff. Secondly, the CBI has called for the setting up of special interest groups targeted at training needs in specific areas, rather than a reliance on the traditional college governors' advisory committees, to determine how colleges could best meet the needs of local industry. Thirdly, the CBI has suggested that the management expertise of employers on college governing bodies should be used specifically to advise on the management of colleges. We have also drawn attention in paragraph 28 to the CELP project.

Co-operation within the education service

85 Co-operation is not only required between LEAs, colleges and industry. LEAs also need to ensure that there is full co-operation towards the achievement of mutually agreed objectives between the various parts of the education service, particularly between schools, colleges, the careers service, teachers' centres and LEA officers and advisers. LEAs should plan for their education provision to appear as simple, flexible and adaptable packages.

Industrial secondments

86 A jointly planned programme of secondments to industry for HE staff would make a major contribution to the enhancement of quality in work-related NAHE. Such a programme would need to be well planned, organised and promoted, suitably validated and adequately funded. The creation of training consortia of small companies, for example under the auspices of chambers of commerce, would enable a much wider range of enterprises to be included in a structured programme of secondments. A similar programme of secondments in the opposite direction could also help to improve significantly the planning, supervision and assessment of work-based training.

87 Both types of secondment should assist in the integration of on- and off-job learning and hence in the generation of quality programmes. There are, of course, cost implications, but they should be justified in terms of both efficiency and effectiveness.

Community issues

88 Much of the support required to service employment-related needs applies also to community needs. Ethnic monitoring and liaison with community representatives, schools and other agencies all contribute to the enhancement of quality in responding to those needs. Similarly, the secondment of teachers to industry could be replicated by also seconding teachers to voluntary and other community groups.

89 In providing for the needs of the wider community, it is particularly important for local authorities to appreciate that clear, widely-recognised and effective collaborative systems are essential between a variety of local public services, not just the education services.

90 Many of the functions of the social services departments, leisure services departments and local health authorities, for instance, are as vital as those of the education services to the planning and delivery of, and support for, comprehensive, relevant community provision. The implications for the co-ordinated planning of public service provision are obvious.

Implications for LEAs and colleges

Essential factors in quality support for the curriculum

91 HMI's checklist for the evaluation of college curriculum management systems[17] points to the importance of support systems in ensuring quality FE provision. Support includes, *inter alia*:

— teaching staff qualifications and experience;
— support staff;
— staff development;
— specialist and general accommodation, including library;
— utilisation of equipment and other learning resources;
— capital and revenue allocations.

Budgeting and resource management

92 The FE Act 1985, the guidance given in DES Circular 6/85[11], and the forthcoming DES/LAA Joint Study of Efficiency in NAFE[14] and its associated studies should all assist better resource management, although changes in some articles of government may be necessary before the maximum flexibility required to support quality provision is achieved. Circular 6/85 not only advises on commercial activities in FE, but also advocates the allocation to institutions of block budgets based on unit costs, with virement between staff, materials and equipment budget heads.

93 In addition, flexible pricing policies are necessary so that charges can balance market research findings and costs of provision, and colleges can be allowed discretion in the use of genuine excess income. This can then, for instance, be used to keep equipment up to date, well maintained and appropriate to market needs, thus enhancing quality.

Administrative systems

94 Similarly, college and LEA administrative policies and systems must find a productive balance between efficiency and student-centred flexibility if they are to encourage quality provision.

Conditions of service

95 FEU, along with others, has pointed out[15] that existing national agreements concerning conditions of service and the grading of courses do not generally encourage innovative curriculum development. This applies, for example, to PICKUP-type courses, the design and delivery of open or distance learning programmes, the staffing of YTS and other schemes of vocational preparation and the teaching of students with special needs.

Support staff and services

96 It is of little use convincing lecturers that a responsive, client-centred philosophy has been adopted by the college unless someone takes the trouble to communicate that message successfully to the telephonists, receptionists and everyone else who may come into direct contact with the customer.[16]

97 Although there is evidence of staff development opportunities for teaching staff, systematic development for support staff appears to be largely neglected.[14] A recent FEU project[17] showed that teaching staff and some support staff themselves do not always perceive a role for support staff in curriculum change and development. Curriculum changes impinge on support staff as well as teaching staff. Emphasis on improved access, a wider clientele and learner-centred approaches, including open learning, demand new skills from support staff, as well as from teachers.

98 Reference has already been made to the need for better facilities in colleges to improve counselling and induction, and to encourage wider access; for example, by the provision of crèches. Likewise, buildings will need adapting not only in the provision of special facilities but in the removal of hazards. Special transport arrangements may also be required, for the handicapped and those living in remote communities, or to employers in the workplace as in some DTI-funded technology bus initiatives. Greater flexibility of hours will help not only those with family responsibilties but also shift-workers.

Staff development

99 Continuing professional development is a requirement not only for full-time staff but also for part-timers who are responsible for approximately one-fifth of all teaching, particularly in NAFE. An MSC-funded FEU analysis of staff development[19] resulted in an agenda for staff development covering the following:

i) developing flexible attitudes and openness to change;
ii) developing the personnel function of FE management;
iii) developing resource management skills;
iv) appraising organisational structures with a veiw to increasing flexibility;
v) helping managers take effective responsibility for planning and implementing staff development;
vi) developing techniques for needs analysis;
vii) raising awareness and developing competence in marketing the FE role in vocational education and training;
viii) training and retraining in new and existing skills appropriate to the delivery of new-style programmes;
ix) raising awareness and developing support skills;
x) developing appropriate assessment techniques;
xi) developing inter-agency skills;
xii) developing systematic links with industry for updating and research purposes.

100 Many of the above headings will be familiar, but to this was added the need for a support framework to be provided by LEA officers and advisers and college managers. The framework would need to embrace such things as flexibility in LEA procedures and in arrangements for institutional financial autonomy, the establishment and monitoring of realistic staff development budgets and delivery methods, the encouragement of local collaborative initiatives and the acquisition of modern equipment.

Management training

101 DES Circular 1/86 identifies improving management skills as a priority area. It is looking for a more systematic approach to the preparation of further education teachers for management responsibilities at a time of unparalleled change. For this, management skills of the highest order need to be deployed if the system is to become more economical and effective.[68] Senior education managers must recognise their responsibility to manage and to lead colleagues into a commitment to improve their management skills.[69]

SUMMARY — QUALITY IN SUPPORT SYSTEMS

LEAs, through their development plans, should:

i) demonstrate that the LEA, college governors and senior staff are committed to supporting quality in NAFE;

ii) develop adequate management information systems;

iii) remove constraints on flexibility;

iv) encourage the effective allocation of resources;

v) create partnerships with other agencies where appropriate;

vi) promote staff development for all staff — LEA, managers, teachers and non-teachers.

GROUND RULES

i) Remove barriers to organisational, physical and procedural flexibility.

ii) Establish management systems which allow resources to be deployed to meet identified needs.

iii) Establish management information systems which supply the right information at the right time in forms easily intelligible to those who need to use them.

iv) Ensure that all staff are aware of the aims and objectives of programmes.

v) Ensure that staff development prepares all staff to contribute as appropriate to all elements of the curriculum development process.

vi) Provide senior staff with training opportunities which prepare them to meet their management responsibilities.

SECTION VIII: EVALUATION AND REVIEW

102 Evaluation is the process by which evidence is collected to allow judgement to be made about efficiency and effectiveness.[14] Review is application of evaluation by the reappraisal and appropriate amendment of programmes. Evaluation and review are thus the major mechanisms of quality control, and they too should be of high quality.

MSC WRNAFE Criteria/Guidance

NAFE Evaluation Group (NEG)

103 The MSC and LEAs have a joint interest in ensuring that the objectives of development plans and annual programmes are achieved in a way which makes effective use of resources.[22]

104 NEG was set up in 1985 to advise the partners on the evaluation of the development plan agreement,[2] set against the brief in *Training for Jobs*[1]. In the absence of an agreed definition of work-related NAFE, NEG concluded that it would have to be concerned with NAFE in general.[9]

105 NEG acknowledges that progress towards the achievements of the main objectives of development plans can only be measured in the medium or long term. In the shorter term, therefore, evaluation will have to focus on intermediate objectives such as:

— increased client satisfaction;
— trends in student throughput and success;
— improvements in planning organisation and marketing systems.

Evaluation of performance

106 NEG accepts that short-term evaluation is likely to concentrate on increased responsiveness, but in the longer term the Group will be expecting a wider evaluation of performance. (This paper could be taken as a first step in that direction.) MSC advises[21] LEAs to set themselves explicit measurable objectives which they think are right for their own provision or institutions, and to state what steps they are taking to monitor their achievement.

Evaluation of institutional operations

107 The MSC/LAA Policy Group listed[3] a number of aspects of the operation of colleges which it felt would require examination as part of NAFE evaluation. Not all of them have yet been addressed by NEG, but the list includes:

— college departmental organisations;
— the extent to which minimum enrolment regulations inhibit experimentation;
— college government procedures;
— policies and practices for funding and budgeting;
— conditions of service agreements and practices;
— the extent to which democratic decision-making processes delay response to identified needs;
— balance between expenditure on staff and equipment.

Work-related issues

Main aspects for evaluation

108 Employers make special demands on the system with respect to immediacy, relevance and flexibility. These demands are not always possible to match, but unnecessary mismatch can be identified through monitoring and evaluation. Aspects for evaluation include appraising the extent to which:

— the local labour market is understood;[35]
— adequate consultation with employers has taken place;[40]
— effective marketing and adequate targeting occurs;
— training needs are identified;
— programme designs are realistic;
— delivering is convenient and timely;
— the outcomes are relevant and the price is acceptable.

109 Employers will need to be convinced that some system of quality control applies. LEAs and colleges should provide the management, support and evaluation procedures to underpin such a system. Mismatch is more likely to be tolerated, if not accepted, when further increases in immediacy, relevance or flexibility are shown not to be cost-effective.

Community issues

110 Community interests are no less demanding, and although the mechanisms may differ, the rhetoric of immediacy, relevance and flexibility applies. Indeed some community pressures may demand greater access to vocational skills. In such cases, the aspects of evaluation described in paragraph 108 obviously apply.

111 Other community issues may be related to equal opportunities and/or access to educational course subjects hitherto unavailable. To satisfy these needs may require techniques of analysis and marketing different from those appropriate to employers, but evaluating their effectiveness remains a key task. Similarly, programme design, delivery and outcomes must be seen to be worthwhile; and the quality control and infrastructure implied in paragraph 109 are still necessary.

Implications for LEAs and colleges

LEA co-ordination of evaluation

112 In evaluating their NAFE provision, LEAs need to examine how far colleges have adapted to provide, *inter alia*, for the:

— development of adult learning opportunities;
— progression of learning for young people;
— accreditation of skills and learning acquired outside the college;
— development of competence and its recognition;
— flexible and accessible learning opportunities.

Accountability

113 An FEU report[41] raises some disturbing questions about the adequacy of the mechanisms which currently exist for monitoring and improving professional accountability.

114 While virtually all lecturers considered themselves to be accountable to a head of department (or equivalent), they were perceived overwhelmingly as resource managers. There was little indication that line managers were seen to have a curriculum management role in terms of leading a continuous process of course evaluation, review and appropriate action to achieve the maintenance and improvement of standards. There is obviously a need for colleges to give more attention to the processes by which they can monitor and influence standards.

115 More generally, attention should be given to defining the role of governors, academic boards and senior staff in evaluating and reviewing the curriculum. In HE institutions the centrality of the Academic Board's function in respect of the quality of curriculum delivery is acknowledged. So far in NAFE there is generally no such acknowledgement.

Evaluation of performance

116 Studies in the further and higher education systems so far (Audit Commission[2]; DES/LAA Joint Study of Efficiency in NAFE[34]) have in the main concentrated on indicators of efficiency or economy. To relate these to the performance of the system it will be necessary to generate realistic indicators of effectiveness or quality. The MSC[21] rightly expects the education service to take the lead in proposing such indicators to provide credible judgement of overall college performance. FEU, assisted by ACFHE and APC, has undertaken a project to develop profiles of institutional performance using indicators of effectiveness as well as efficiency.

117 The FEU/ACFHE/APC project, in the report produced at the end of its feasibility study phase[17], recommended that educationalists should recognise their responsibility to secure the initiative in the determination of performance criteria, priorities and the influencing of policy decisions. This would sharpen accountability within institutions and clarify areas of responsibility. The report went on to suggest that there is no such thing as 'The Audit Instrument' but proposed an educational audit inventory. A framework for such an inventory could comprise analyses of:

i) purposes and goals of colleges;
ii) outcomes: with respect to objectives, students, staff and programmes;
iii)resources: staff, financial and physical;
iv)organisation and management: policies, development, relationships and evaluation;
v) efficiency: systems and statistics.

118 There are other ways of indicating performance[35,36] but the fundamental issue is that quality requires the effective management of the curriculum development process. The education system exists to meet the needs of (or respond to) its potential clients. The way in which the FE system (DES, LEAs, examining bodies and colleges) manage and control the quality of the whole curriculum development process is therefore central to its effectiveness and thus to responsiveness.

119 Finally on this issue, it should be appreciated that the effective use of resources does not necessarily mean the cheapest provision. For example, in Section VI the point has already been made that enhancing equality of opportunity is likely to increase effectiveness, but it may involve a disproportionate use of resources, and thus appear to reduce efficiency. An inventory of all resources, including staff, is, however, a necessary first step to any evaluation of their use.

SUMMARY — QUALITY IN EVALUATION AND REVIEW

LEAs, through their development plans, should:

i) seek to ensure that the objectives of the plan are achieved in a way which makes effective use of resources;

ii) seek to move from evaluation of market- or needs-led responsiveness in the short term towards evaluation of general performance through credible forms of educational audit exercise related to all the processes of curriculum development;

iii) ensure that evaluation mechanisms are clearly embedded in the plans and in procedures for putting them into effect;

iv) ensure that evaluation covers all main strands of development covered in the plans;

v) establish the role of the LEA as co-ordinator of the evaluation process;

vi) ensure that evaluation data is collected from all relevant sources;

vii) establish clear lines of accountability for the delivery of quality NAFE provision;

viii) establish a clear system of management and control of the NAFE curriculum development process.

GROUND RULES

i) Establish mechanisms and instruments through which NAFE evaluation will be achieved, including data collection plans.

ii) Establish mechanisms through which NAFE plans and provision will be reviewed in the light of the results of evaluation.

iii) Consider how development plans can introduce performance evaluation systems designed to integrate measures of efficiency and effectiveness into an educational audit.

iv) Determine clear lines of accountability for the quality of NAFE provision.

v) Determine the roles of management at LEA and college levels in carrying out a co-ordinated process of evaluation and review.

SECTION IX: SUMMARY AND CONCLUSIONS

120 Section II suggests that quality in NAFE, as in education generally, is a complex mix of issues. Quality springs from the interrelation and interplay between a variety of factors, some more tangible than others.

121 The planning, design, delivery and evaluation of quality provision is therefore assisted by the use of a framework which identifies the main elements of quality and their relationship to each other. The FEU model of the processes of curriculum development (see Appendix 1) is one such framework, and it has been specifically related to NAFE provision by the use of a standard format described in Section III.

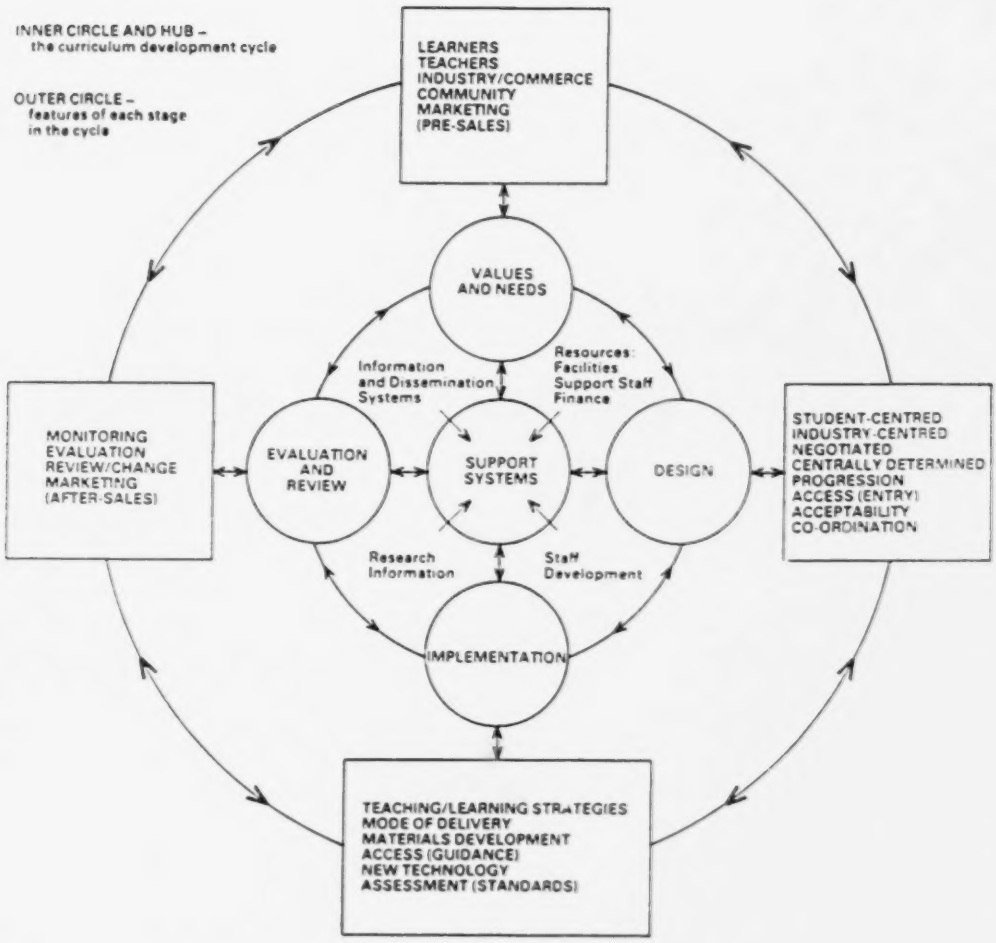
122 Sections IV to VIII identify the main quality issues under each element of the curriculum development process, and relate these issues to the demands and responsibilities implied in the construction of WRNAFE development plans. From this analysis we derive a checklist of quality issues for each element, together with ground rules for translating them into practice. These appear at the end of each of these five sections. Appendix 2 is a full checklist of the ground rules from all five sections for easy reference.

123 The checklist nevertheless must remain a brutal summary of a complex set of issues, and its sole use will give a spurious solution to the problem of quality. In the longer term, this analysis has to be seen as part of a more comprehensive exercise necessary to assess the performance of the FE system.

REFERENCES

1. *Training for Jobs* Government White Paper, Cmnd 9135, HMSO, January 1984
2. *Report of MSC/LAA Policy Group on WRNAFE* MSC, May 1985
3. *WRNAFE: A Guidance Handbook* MSC/LAA, October 1985
4. *Obtaining Better Value from Further Education* Audit Commission, HMSO, June 1985
5. *LEA WRNAFE Development Plans: Curricular Issues* FEU Guidance Note No.7, October 1985
6. *Corporate Plan 1986–1990* MSC, May 1986
7. *Key Issues in Education* Society of Education Officers, January 1987
8. *Development Planning in NAFE* WRNAFE Bulletin No.2, FEU, July 1986
9. *NAFE Evaluation: The Role of NEG* NEG Paper 1/87, MSC, January 1987
10. *Further Education Links — A Synopsis of CELP.* DES, September 1986
11. *NAFE in Practice* An HMI Survey, HMSO 1987
12. Davies, P. and Scribbins, K. *Marketing Further and Higher Education* Longman for FEU and FESC, 1985
13. Board of Management Paper FEU/BM(85)3, FEU, March 1985
14. Mansell, J. *Effectiveness and Performance* Paper to ACFHE Conference, June 1986
15. *Responsibility and Responsiveness* Ed. Parkes and Kedney, AMA, 1985
16. *The Education Act 1944* Section 41, HMSO
17. *Towards and Educational Audit: Feasibility Study* Report of Phase 1 of joint FEU/ACFHE/APC project, FEU, August 1986
18. *Progressing to College: A 14–16 Core* FEU, April 1985
19. *Investing in Change: An Appraisal of Staff Development Needs for the Delivery of Modernised Occupation Training* FEU/MSC, April 1986
20. *Supporting Vocational Change* (Bulletin) FEU, January 1987
21. *WRNAFE: Supplementary Guidance for 1987/88 Planning Round* MSC, October 1986
22. *NAFE Signposts: LEA Development Plans: Good Practice* MSC, 1986
23. *Curriculum Development — Contribution of FEU* Evidence to MSC/LAA Working Group, FEU, 1985
24. *Towards a Competence-Based System* FEU, August 1984
25. *Development Planning in NAFE* WRNAFE Bulletin No.1, FEU, February 1986
26. *Modularisation and NVQ* Paper commissioned by NCVQ, FEU, January 1987
27. Board of Management Paper FEU/BM(84)2, FEU, March 1984
28. *Review of Vocational Qualifications* (Final Report) MSC/DES, April 1986
29. *Assessment, Quality and Competence: Staff Training Issues for NCVQ* FEU/Longman, September 1986
30. *Implementing Open Learning in Local Authority Institutions* FEU/Open Tech, 1986
31. *Open Tech Programme News* No.11, MSC, Summer 1986
32. *Learning Workshops* Longman for FEU, 1987
33. *The Further Education Act 1985: Commercial Activities in Further Education* Joint Circular: DES (6/85) and Welsh Office (52/85), September 1985
34. *Managing Colleges Efficiently* HMSO, 1987
35. FEU Paper to the Responsive College Project Central Steering Committee, February 1986
36. *The Responsive College Programme: A Progress Report* FESC, 1986
37. *Support Staff in Further Education: Staff Development Needs* (Bulletin) FEU, September 1986
38. *The In-Service Teacher Training Grant Scheme* DES Circular 1/86, January 1986
39. *Educating the Auditors* Bulletin No.1, FEU, January 1987
40. *Development Planning in NAFE* WRNAFE Bulletin No.3, FEU, March 1987
41. *A Fragmented View? Professional Accountability and the Maintenance of Standards in Vocational Curricula* FEU, November 1986

APPENDIX 1 — FEU MODEL OF PROCESSES OF CURRICULUM DEVELOPMENT



APPENDIX 2 — CHECKLIST OF GROUND RULES

1. Values and needs (Section IV)

i) Define the role of FE within the local authority.
ii) Check that the aims and objectives of FE colleges reflect this role.
iii) Set up mechanisms to identify the needs of local employers, the community and individuals.
iv) Establish priorities.

2. Programme design (Section V)

i) Ensure that programme designs relate to values and needs.
ii) Check that programme outcomes match the expectations of the aims and that assessment serves rather than dominates learning.
iii) Emphasise competences to be attained, and their applicability to a variety of roles.
iv) Design for increased access, opportunity and progression.

3. Implementation (Section VI)

i) Ensure that implementation is recognised as a responsibility of senior and middle management, as well as front-line teachers.
ii) Remove constraints, encourage flexibility and increase accessibility.
iii) Ensure that delivery methods match the programme content.
iv) Check that the learning processes are of the highest possible quality and that achievement and competences are fully recognised.

4. Support systems (Section VII)

i) Remove barriers to organisational, physical and procedural flexibility.
ii) Establish management systems which allow resources to meet identified needs.
iii) Establish management information systems which supply the right information at the right time in forms easily intelligible to those who need to use them.
iv) Ensure that all staff are aware of the aims and objectives of programmes.
v) Ensure that staff development prepares all staff to contribute as appropriate to all elements of the curriculum development process.
vi) Provide senior staff with training opportunities which prepare them to meet their management responsibilities.

5. Evaluation and review (Section VIII)

i) Establish mechanisms and instruments through which NAFE evaluation will be achieved, including data collection systems.
ii) Establish mechanisms through which NAFE plans and provision will be reviewed in the light of the results of evaluation.
iii) Consider how development plans can introduce performance evaluation systems designed to integrate measures of efficiency and effectiveness into an educational audit.
iv) Determine clear lines of accountability for the quality of NAFE provision.
v) Determine the roles of managers at LEA and college levels in carrying out a co-ordinated process of evaluation and review.

APPENDIX 3 — THOSE CONSULTED AND INVOLVED

The following people assisted the project team in the preparation of this document by reading drafts and joining them in a seminar on 13 March 1987:

Mr D. Betts	—	NATFHE
Dr D.W. Birch	—	Further Education Staff College
Ms B. Clark	—	BTEC
Ms J. Davidson	—	RSA
Mr K. Dixon	—	FEU Consultant
Mr M. Farley	—	Liverpool LEA
Mr L. Greenacre	—	CITB
Mr A. Hancox	—	National Retail Training Council
Dr A. Hawkins	—	Devon LEA
Mr R.L. Helmore	—	ACFHE
Mr R.J. Kedney	—	St. Helens College
Mr A.J. Lee	—	Barnsley College of Technology
Mr G.L. Mason	—	EITB
Mr J. Mowbray	—	Blackpool and the Fylde College
Mr R. Price	—	FEU Consultant
Mr P.J. Pearson	—	HMI

The project team were

Mr J.W. Mansell	—	Chief Officer, FEU
Dr D.H. Drysdale	—	Deputy Chief Officer, FEU
Mr J. Sturgess	—	Project Consultant
Mr M.L. Cribb	—	FEU Consultant

Further Education Unit

Elizabeth House, York Road, London SE1 7PH Telephone 01-934 9000

Board of Management

Chairman
Allan Ainsworth, Personnel Manager, John Player Group

Members
J A Barnes, Business and Technician Education Council, City and Guilds of London Institute, Royal Society of Arts
J A W Deboo OBE, Confederation of British Industry
R J Hartles CBE, Association of Metropolitan Authorities
G Kendall, Manpower Services Commission
D G Libby, Department of Education and Science
J Monks, Trades Union Congress
J O Morris, Association of County Councils
L J Rees, Welsh Joint Education Committee
G M Rowarth, Association of Principals of Colleges, Association of Colleges for Further and Higher Education
B D Short, Her Majesty's Inspectorate
A F Warren, National Association of Teachers in Further and Higher Education

Observers
Dr F D Duffin, Department of Education, Northern Ireland
J Howgego, Scottish Education Department
K McWilliams, School Curriculum Development Committee
P C Webb HMI, Welsh Office Education Department

Secretary
Jack Mansell, Chief Officer, Further Education Unit

Objectives

The objects for which **The Further Education Unit (FEU)** is established are to promote, encourage and develop the efficient provision of further education in the United Kingdom and for that purpose:
a) to review and evaluate the range of existing further education curricula and programmes and to identify overlap, duplication, deficiencies and inconsistencies therein;
b) to determine priorities for action to improve the provision of further education and to make recommendations as to how such improvement can be effected;
c) to carry out studies in further education and to support investigations of and experimentation in, and the development of, further education curricula and to contribute to and assist in the evaluation of initiatives in further education;
d) to disseminate and publish information, and to assist in the dissemination and publication of information, about recommendations for and experiments and developments in further education.

© Crown Copyright 1987 ISBN 1 85338 027 X